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LABOR MOBILIZATION PROJECT

FINAL REPORT #2

SUMMARY

WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES
&
KING COUNTY LABOR COUNCIL OF WASHINGTON, AFL-CIO

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Final Report #2 of the
C LABOR MOBILIZATION PROJECT (EXTENDED PERIOD)
Jointly Conducted by the
WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES
and the
KING COUNTY LABOR COUNCIL OF WASHINGTON, AFL-CIO

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Submitted by:

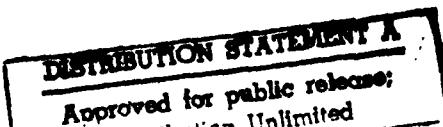
Labor Mobilization Project Staff:
William M. Lokey, Principal Investigator
Rick S. Bender, Labor Liaison
Usha Jayaraman, Research Analyst
Jill Peterson, Administrative Assistant

Room 662, Dexter Horton Building
710 2nd Avenue
Seattle, Washington 98104

April 15, 1981

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Under Contract EMW-C-0386, with the Federal Emergency Management Agency,
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Washington D.C. 20472

FEMA Review Notice:

"This report has been reviewed in the Federal Emergency Management Agency and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Federal Emergency Management Agency."

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EXECUTIVE SUMMARY

I. Goals and Objectives of the Labor Mobilization Project's Extended Phase (April 1, 1980 to April 15, 1981)

Goal: The goal of the Labor Mobilization Project in the extended phase was to study the applicability of the Labor Mobilization Plan, as developed in the pilot-test counties of King and Snohomish, state-wide in the state of Washington.

Objectives: Objectives of the project in this phase were:

- A. To continue testing the involvement of labor with local government agencies in emergency management.
- B. To contact 10 or 11 selected AFL-CIO central labor councils in a sample of counties including rural counties in the state of Washington.
- C. To contact other private-sector groups such as the Teamsters' locals, Associated General Contractors (AGC) and United Way, wherever possible, to involve them in all-hazards response and recovery.
- D. To investigate with the input of local Emergency Services organizations in the selected counties, the roles that labor could play in their local programs.
- E. To conduct random tabletop exercises in the selected counties.
- F. To provide a cumulative set of recommendations and a revised prototype for other states to utilize in their efforts to involve non-governmental resources in all-hazards planning, response, and recovery.

II. Tasks Conducted by the Project in the Extended Phase

In the extended phase, the study was conducted in the following steps and included all the outlined tasks. Detailed descriptions of the tasks by program elements and recommendations and conclusions follow in the text of the report.

1. A sample of ten counties around the state, including rural counties, counties with characteristically different work forces, and different hazard potentials were chosen.
2. The labor and government liaison systematically contacted the local emergency services organizations and the central labor councils of the AFL-CIO in these counties.

3. The governmental and labor structures in these counties were studied and roles for labor in local government emergency operations identified.
4. Presentations were given by the labor liaison before the leadership and the members of the labor unions in the selected counties. The seven minute slide and tape presentation, handbook, and the brochure developed during the initial phase of the project were used for this purpose.
5. Call-out lists of three contact names with telephone numbers and addresses from the labor unions and central labor councils were compiled. In counties such as Cowlitz County, where an immediate need for additional resources was felt following the eruption of Mt. St. Helens, the list was handed over to the local emergency services director for use.
6. The counties of Chelan and Spokane were chosen for random tabletop exercises to test the applicability of the Labor Mobilization Plan and the interaction of labor and local government agencies.
7. Tabletop exercises were developed and conducted in Chelan and Spokane Counties. In Chelan County, using a hypothetical flood scenario, the interaction of local labor groups in the emergency operations center during the flood was tested. In Spokane County, the integration of local labor resources into the Manpower Annex of the Spokane County Emergency Operations Plan for crisis relocation was tested using a nuclear crisis buildup scenario.
8. Throughout the extended phase, the project followed up continuously with labor and local emergency services organizations in King and Snohomish Counties. At the request of King County, representatives were identified and names provided to them for purposes of training and ongoing involvement in their emergency operations center.
9. The project conducted case studies of interaction between labor and local and state governments in actual disaster situations such as the eruption of Mt. St. Helens.
10. The project drafted and assisted in negotiations of agreements and memoranda of understanding between labor groups and King and Pierce County Emergency Services organizations. The standard format of the agreement was provided to other counties as an example in drafting their agreements.
11. General articles on emergency management were published in the "Scanner," monthly labor publication of the King County Labor Council.
12. The project presented a resolution through the King County Labor Council to the 1980 Biennial Convention of the Washington State Labor Council for its endorsement of the recommendations of the project. The resolution was unanimously endorsed.

13. Presentations were given before the FLMIA regional directors, the April 1980 Advanced Civil Defense Course at the FEMA Staff College at Battle Creek, Michigan and the U.S. Civil Defense Council Conference in eastern Washington on the findings of the project and comprehensive and systematic ways to incorporate non-governmental resources in the community in emergency response and recovery.
14. The project participated in meetings of the Puget Sound Committee on Crisis Relocation Planning and also with planners in the state of Washington in this area.
15. Before conclusion, the project did an updated mailing to all AFL-CIO Central Labor Councils and members of the executive boards of these councils and representatives from AGC Chapters and Teamsters' locals in the state of Washington providing them with a summary of the project's findings and names of their local emergency services directors and urging them to keep up the contacts and cooperate on an ongoing basis.
16. The project was evaluated in total in terms of its objectives and this final report was written outlining the findings and conclusions and recommendations for implementing the program at the national, state, and local levels.

III. Conclusions of the Labor Mobilization Project in the Extended Phase

The conclusions of the project in the extended phase are:

1. The structure of labor in any county is essentially the same even though the number of unions and their membership may differ.
2. There are not many changes that are necessary in the Labor Mobilization Plan, as developed in the pilot-test counties, comprising the assessment team and the call-out mechanism, in smaller or rural counties. The only changes are in procedures for warning, call-out, and communication during the emergencies.
3. It is more essential to have such interaction on a continuous basis in smaller and low hazard counties because of the limited amount of governmental resources and because any disaster will affect the entire community including the economy and businesses. Therefore, these groups are more interested in working in conjunction with government, in planning for and responding to such disasters.
4. Labor is a very important political force even in smaller counties and can lend a great amount of constituent support for civil defense.
5. It is much more cost effective and time efficient for government agencies in these counties to spend some time to introduce the program to local labor leaders and members of other private sector groups, use these people as key contacts and thereby disseminate

the information and training to their constituencies through them, and utilize them to access their resources rather than spend a tremendous amount of time making resource inventories and not having sufficient funds and manpower to update them.

6. In the counties contacted, there is a willingness on the part of labor to know more about their local emergency services programs and to be involved with them.

IV. General Evaluation of the Labor Mobilization Project

A. Achievements of the Labor Mobilization Project

The project has achieved great strides in emergency services research and operations. In brief the project has:

- 1.. Outlined general and specific roles that labor can play in emergency management.
2. Developed the Labor Mobilization Plan as an ongoing continuous interaction base between labor and other private-sector groups such as the Associated General Contractors, National Defense Transportation Association, and United Way in the community. This plan has been developed as a better alternative to the present system of response and will fill some gaps that exist in emergency management procedures at federal, state, and local government levels today.
3. Created an interest in and awareness of emergency management programs among labor and other private-sector groups at local, state, and national levels for the first time.
4. Created an awareness of the wealth of manpower, expertise, and equipment resources that exist in labor unions and in other private-sector groups that can be utilized by state and local government to augment their preparedness and response capabilities without in any way hampering their legal authority and responsibility among government agencies at all levels.
5. Established a dialogue and communication between local government representatives in the involved counties and labor and other private-sector groups.
6. Proceeded beyond the mandate of the contract just to involve organized labor and researched the feasibility of involving the Associated General Contractors and private non-profit agencies such as the United Way and the National Defense Transportation Association.
7. Established how simple and easy it is to establish the interaction and keep it updated, and how great the willingness is on the part of leadership and membership of labor to be involved.

B. Some Considerations

The Labor Mobilization Project has, until now, been a catalyst and a liaison between labor groups and local governments. The ears of the labor leaders have been attuned to the idea of their involvement with the emergency services management program. Upon the disbandment of the project, it is imperative that government representatives keep up this flow of information and the contacts and take the initiative to design conditions of operational interaction and utilize the resources at appropriate times.

When the financial resources of the federal, state, and local governments are strained, and when there is a greater need for a community involvement in planning for and responding to community emergencies, it is absolutely essential that programs for achievement of a cooperative effort in emergency planning and response by governmental and non-governmental groups be instituted without delay. An effort to use every available resource in the community is essential, and government for turf and power reasons cannot afford not to provide for such operational interaction.

Government by law has the right to commandeer the resources in a national emergency, but in small, natural, and technological calamities, this is not feasible. Further, if there is a concentrated effort in non-emergency times to inform the community about types of emergencies and responses to them and train people, it is easier to utilize their expertise during the times of actual need. If government agencies will not even take the initiative to contact and inform the labor groups, the contractors, and the non-profit agencies of what exists in the program and where they can assist, they cannot expect to be aware of their willingness or non-willingness to cooperate and assist.

All civil defense programs depend largely on volunteer support, not just in assistance, but also in following government orders for evacuation, for sheltering, and various other response activities. An organized effort during peacetime to channel such information to the visible groups in the communities, such as labor, Associated General Contractors, National Defense Transportation Association, Red Cross, Salvation Army, business organizations, etc., through a trained cadre of people belonging to these groups can make it very easy to achieve the cooperation of such groups and their hierarchies during crisis times.

The project has in the following recommendation section taken it upon themselves to outline ways of implementing such a program to FEMA, State Department of Emergency Services, and to local governments. The importance of a timely implementation of the project's recommendations or other ways of involving labor and private-sector groups that possess relevant resources at all government levels as an essential component of instituting a comprehensive emergency management program cannot be overemphasized. The recommendations are based on research and conclusions of the project already outlined in our first final report and the text of this report. The observations are very candid, and it is

hoped that they will assist in FEMA's efforts to make emergency management programs more effective and efficient.

V. Recommendations for Implementing the Findings of the Labor Mobilization Project

Specific recommendations of the project based upon its extensive research have been summarized in the first final report. In this section, the project has made some recommendations to FEMA, the Washington State Department of Emergency Services, and local governments for implementing the Labor Mobilization Plan operationally.

The extensive research done by the project has clearly demonstrated that:

- A. Emergency management can be made more effective and efficient by a cooperative effort of government and non-governmental groups such as labor, Associated General Contractors, United Way, and the National Defense Transportation Association, and other groups with relevant resources.
- B. It is economical and feasible to involve these resources.
- C. They have specific roles to play before, during, and after any type of emergency and with a minimum of training can be successfully tapped to augment government efforts.
- D. If an effort is taken to inform them of what is required of them and how they can assist, they are very willing to cooperate and be involved.
- E. As "emergencies," by fact and definition, continue to rise in number and increase in impact, it is imperative that such a partnership be established at all levels of government because it will become increasingly difficult for government to effectively deal with such emergencies.

RECOMMENDATIONS TO FEMA

The Labor Mobilization Project was a pilot study. A very simple model has been developed by the project for state and local governments to use as a guide for integrating organized labor and any other private-sector resource into their emergency management program. Presentations of the project around the country have been received very well, and a great amount of interest has been generated in the program. This would be a very appropriate time for FEMA to translate the project's recommendations into policy and to disseminate them around the country for use by state and local governments to implement similar programs. It is recognized that FEMA cannot support establishment of such a program operationally around the country, but can issue policy guidelines and incentives which can at least compel state and local governments to consider labor as an integral resource and take steps to integrate them. The following are some specific recommendations:

1. An ideal way of implementing such a program would be to appoint permanent labor liaisons at regional and state levels who can keep up the contacts and the flow of communication with these groups.
2. As a matching fund source for most state programs in this area, FEMA is in a position to require that such a program be instituted at state and local levels by regulation as a condition to quality for funding.
3. Guidelines for planning and programs put out by FEMA for use by state and local governments should incorporate labor as an integral resource to be included in such planning.
4. Community information and training packages should be designed for labor defining their role in an emergency management program and disseminated.
5. It is recommended that efforts be made by FEMA to integrate with national labor organizations and translate such training through labor hierarchies to their state and local level.
6. Efforts to standardize local emergency services programs and professionalize them seem to be required immediately before outside resources can be included in such programs. As the holder of the purse strings, the federal government is in a position to require such efforts of local governments.
7. It is also recommended that the legislation and regulations be changed to provide recognition of mitigative efforts of state and local governments which will provide incentives for them to do more to prevent emergencies.

RECOMMENDATIONS TO WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES

1. It is recommended that a private-sector liaison position be established for keeping up the contacts with labor and other private-sector groups established by the project to maintain agreements and to serve as a conduit for training and operational involvement of labor and other non-governmental resources.
2. It is recommended that an assessment team be preassigned with representatives from labor, Associated General Contractors, National Defense Transportation Association, United Way, Red Cross, and state and local governments and pre-trained. A flow of information about emergency management programs to keep them updated is also necessary. This team can be utilized at the onset of a disaster for field situation and needs assessment and to facilitate communications.
3. It is recommended that a line itemed emergency fund be established and among other things be utilized for minimum compensation to such assessment teams and to augment local government capabilities with additional resources from the private sector.

4. In the absence of a permanent liaison, it is recommended that at least one representative from each of these groups be asked to serve as permanent members of the state emergency operations center team and be incorporated in state training programs so that they can be used as a conduit to access resources from their respective groups during an emergency.
5. The project had already started disseminating emergency management program information through the "Scanner," the publication of the King County Labor Council. It is recommended that these be continued and repeated and followed up yearly with updated articles in the "Scanner" and labor publications.

RECOMMENDATIONS TO LOCAL GOVERNMENTS

1. As demonstrated by the project, the labor leaders in every community are willing to be involved and assist in operational response during emergencies and in planning for them.
2. It is very simple for the local emergency services organizations involve these groups. Essentially the following basic steps are involved:
 - a. Identifying the leaders of the nearest local central council of the AFL-CIO, Associated General Contractors Chapter, and the United Way.
 - b. Conducting introductory meetings and providing a brief presentation about emergency management.
 - c. Providing them with general published material on emergencies and local programs for managing them.
 - d. Outlining for them how they can assist.
 - e. Obtaining names of key contact people for the organization to channel information to and use as focal contacts to the groups.
 - f. Inviting the contact people to participate in local training programs and develop a cadre of reliable and professional people from labor and contractors that can be used in assessment of needs and damage.
 - g. Negotiating agreements of interaction which outline compensation, registration of people, insurance, methods of call-out, and other standard operating procedures.
 - h. Following up during non-emergency times with brief phone calls or coffee sessions once in three months or in other words, keep the contacts ongoing.

The project has discovered a hesitancy on the part of government agencies to approach non-governmental groups because of turf, funding,

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and other ideological reasons. But as pointed out, there are tremendous advantages in integrating these resources in operations and stature of the programs. Most of these hesitations stem from a fear of the unknown and the reluctance to take on additional responsibilities which cannot be updated for want of time and manpower.

The investment of time, as demonstrated, is very negligible except in the initial effort to bringing the groups on board and well worth it in the long run. When approached, they are also in most cases willing to volunteer skills and equipment. Basically, it boils down to government taking the basic step to start the interaction process and keeping up the interest of the groups.